

## May 9, 2017 Work Session with the Planning Commission

A special meeting of the Council of the City of Martinsville, Virginia and the Planning Commission was held on May 9, 2017, in Council Chambers, Municipal Building, at 11:00AM, to conduct a joint work session on the zoning ordinance update. Council Members present included: Mayor Gene Teague, Vice Mayor Chad Martin, Council Member Kathy Lawson, Council Member Jennifer Bowles, and Council Member Sharon Brooks Hodge. Staff present included: City Manager Leon Towarnicki, Clerk of Council Karen Roberts, Assistant City Manager Wayne Knox, City Attorney Eric Monday, Community Planner Susan McCulloch, Zoning Enforcement Specialist Tonya Rumley, and Commissioner of Revenue Ruth Easley. Planning Commission Board Members present included: Sarah Krauss, Ellen Wood, Ural Harris, Tim Martin and Joseph Martin.

Mayor Teague opened the meeting and acknowledged Tim Martin, Planning Commission Chairman. City Manager Towarnicki summarized the zoning project and welcomed Frank Cox of The Cox Companies. Assistant City Manager Wayne Knox thanked Susan McCulloch and Tonya Rumley for their work on this project.

Mr. Cox explained that this was the fourth year working on this zoning project and provided an update including the study goals, major concerns with the old zoning ordinance, and the new zoning ordinance with an explanation of keys to a “good” zoning ordinance. The subdivision ordinance has been rewritten but is not complete. The ordinance was designed with the applicant, staff, Commission and Council in mind. Cox detailed two major sections of the Zoning Ordinance organization including improved procedures and plan standards and improved zoning district regulations. Cox explained the renaming and breakdown of the districts as well as the comparative regulations, lot and building standards. Concerns were expressed regarding Airbnb properties and how those would fall under the zoning ordinance. Cox explained the detailed checklist that would hold the applicant as well as the architect accountable. Concerns were also shared regarding enforcement of landlords and property maintenance.

## Zoning Ordinance Update

# The City of Martinsville

### City Council Work Session

May 9, 2017

Zoning Ordinance Update Study The City of Martinsville

## Why a New Zoning Ordinance?

### Study Goals

- What changes will best implement the goals of the Comprehensive Plan?
- Is the official Zoning Map consistent with the vision for the future?
- Does the ordinance promote the desired development quality and quantity?
- How can the ZO be improved to best serve the City's citizens?
- How can we better coordinate with private development interests?
- What changes can better enable the Staff to carry out its job?
- What changes can facilitate Planning Commission decision making?

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## The Fundamentals

### Keys to a good Zoning Ordinance?

- Protects the health, safety and welfare of the citizens,
- Is fair and non-discriminatory,
- Can be uniformly applied,
- Is easy for the Applicant to understand,
- Is easy for the Staff to administer,
- Establishes unambiguous roles for governing officials,
- Creates the flexibility to address unique circumstances, and
- Stimulates sound growth and quality development.

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## The Old Zoning Ordinance?

### Major Concerns

- Inconsistent with the Comprehensive Plan recommendations.
- Confusing organization / Awkward for applicants.
- Unclear administrative procedures.
- Differences between old zoning districts unclear.
- Some districts out-of-step with existing uses.
- Zoning districts incompatible with current development trends.
- Lack of flexibility for property owners and developers.
- No provisions for residential cluster development.
- Definitions and regulations out-of-date or incomplete.
- Site plan, landscape, parking & sign standards incomplete.
- Permitted and special permit uses poorly organized.

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### Clarity: The Ordinance is designed with the Applicant, Staff, Commission & Council in mind

How do I make my way around the City's Zoning Ordinance?

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## Zoning Ordinance Organization

### Improved Procedures & Design Standards

#### Chapters I – VIII; XXII – XXV

- I. Administration
- II. Definitions
- III. General Provisions
- IV. Site Plan Regulations
- V. Nonconformity
- VI. Sign Regulations
- VII. Zoning Amendments
- VIII. Special Use Permits
- XXII. Landscape Standards
- XXIII. Off-Street Parking & Loading
- XXIV. Rezoning & Proffers
- XXV. Board of Zoning Appeals

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### Zoning Ordinance Organization

#### Improved Zoning District Regulations Chapters IX – XXI

- IX. R-E Estate Residential District
- X. R-C City Residential District
- XII. R-T Transitional Residential District
- XIII. C-N Neighborhood Commercial District
- XIV. C-UB Uptown Business District
- XV. C-C Corridor Commercial District
- XVI. ED-MA Medical & Academic District
- XVII. ED-G Economic Development – General
- XVIII. ED-I Economic Development – Intensive
- XIX. TND-O Traditional Neighborhood District
- XX. EC-O Entrance Corridor Overlay District
- XXI. HP-O Historic Preservation District

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### Zoning Ordinance Organization

#### Upgraded Design Standards Chapters XXII. & XXIII.

- XXII. Landscape Standards
- XXIII. Off-Street Parking & Loading

#### Rezoning Requirements and Appeals Procedures Chapters XXIV. & XXV.

- XXIV. Rezoning & Proffers
- XXV. Board of Zoning Appeals

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### Zoning Ordinance Organization - Residential

R-16 District	→	R-E - Estate Residential
R-9 District	→	R-N - Residential Neighborhood
R-6 District	→	R-C - City Residential
P-1, P-2 & RP-1 District	→	R-T - Transitional Neighborhood
UDA District	→	TND-O - Traditional Neighborhood Development
"Historical" District	→	HP-O - Historic Preservation

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### Residential Zoning Districts

- Conventional Districts:**
  1. R-E
  2. R-N
  3. R-C
- Cluster Development Options**
  1. R-E - SUP
  2. R-N - By-Right
  3. R-C - By-Right
- Transitional Districts**
  1. R-T - Business Services
  2. C-N - Retail
- Supplemental Overlay Districts**
  1. TND-O
  2. HP-O

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### Zoning Ordinance Organization - Economic Development

C-1, C-1A District	→	C-N Neighborhood Commercial
C-2 District	→	C-UB Uptown Business
C-3 District	→	C-C Corridor Commercial
M-1 District	→	ED-G Economic Development General
M-2 District	→	ED-I Economic Development Intensive
New District	→	ED-MA Medical & Academic

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### Commercial, Economic Development Districts

- Commercial Districts:**
  1. C-C - Highway
  2. C-UB - Uptown
  3. C-N - Neighborhood
- Economic Development**
  1. ED - I - General
  2. ED - G - Intensive
  3. ED - MA - Medical/Academic
- Supplemental Districts**
  1. EC - O - Entrance Corridor
  2. HP - O - Historic District
  3. TND - O - Urban Development

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Zoning Districts: Comparative Regulations									
Lot and Building Standards Comparison					Zoning Districts				
Density & Geometric Standards	Residential				Economic Development				
	R-1	R-2	R-3	R-4	ED-1	ED-2	ED-3	ED-4	
Lot Area (all minimums, conventional)	10,000	8,000	6,000	4,000	10,000	10,000	10,000	10,000	
Non-Residential Density (minimum)	-	-	-	-	1.0 FDU	1.0 FDU	1.0 FDU	1.0 FDU	
Cluster Density Options**	0.50*	0.50*	0.50*	0.50*	0.50*	0.50*	0.50*	0.50*	
TND Overlay Option**	-	-	-	-	-	-	-	-	
Lot Width (minimum)	30'	30'	30'	30'	30'	30'	30'	30'	
Lot Depth (minimum)	100'	100'	100'	100'	100'	100'	100'	100'	
Front Setback (minimum)	10'	10'	10'	10'	10'	10'	10'	10'	
Side Setback (minimum)	5'	5'	5'	5'	5'	5'	5'	5'	
Rear Setback (minimum)	5'	5'	5'	5'	5'	5'	5'	5'	
Maximum Lot Coverage (%)	30%	30%	30%	30%	30%	30%	30%	30%	

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Lot and Building Standards (Table 11.1)					R-C				
Density & Geometric Standards	Residential				Economic Development				
	R-1	R-2	R-3	R-4	ED-1	ED-2	ED-3	ED-4	
Lot Area (all minimums, conventional)	10,000	8,000	6,000	4,000	10,000	10,000	10,000	10,000	
Non-Residential Density (minimum)	-	-	-	-	1.0 FDU	1.0 FDU	1.0 FDU	1.0 FDU	
Cluster Density Options**	0.50*	0.50*	0.50*	0.50*	0.50*	0.50*	0.50*	0.50*	
TND Overlay Option**	-	-	-	-	-	-	-	-	
Lot Width (minimum)	30'	30'	30'	30'	30'	30'	30'	30'	
Lot Depth (minimum)	100'	100'	100'	100'	100'	100'	100'	100'	
Front Setback (minimum)	10'	10'	10'	10'	10'	10'	10'	10'	
Side Setback (minimum)	5'	5'	5'	5'	5'	5'	5'	5'	
Rear Setback (minimum)	5'	5'	5'	5'	5'	5'	5'	5'	
Maximum Lot Coverage (%)	30%	30%	30%	30%	30%	30%	30%	30%	

## Lot & Building Standards for Individual Residential Zoning Districts

- Organization & Clarity
- Improved Geometric Criteria
- Improved Use Standards
- By-Right Uses vs. Special Use
- Cluster Option Provisions
- Lot Design Criteria
- Facilitates Staff & PC Review

R-C City Residential District

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Lot and Building Standards (Table 17.1)					ED-G				
Density & Geometric Standards	Residential				Economic Development				
	R-1	R-2	R-3	R-4	ED-1	ED-2	ED-3	ED-4	
Lot Area (all minimums, conventional)	10,000	8,000	6,000	4,000	10,000	10,000	10,000	10,000	
Non-Residential Density (minimum)	-	-	-	-	1.0 FDU	1.0 FDU	1.0 FDU	1.0 FDU	
Cluster Density Options**	0.50*	0.50*	0.50*	0.50*	0.50*	0.50*	0.50*	0.50*	
TND Overlay Option**	-	-	-	-	-	-	-	-	
Lot Width (minimum)	30'	30'	30'	30'	30'	30'	30'	30'	
Lot Depth (minimum)	100'	100'	100'	100'	100'	100'	100'	100'	
Front Setback (minimum)	10'	10'	10'	10'	10'	10'	10'	10'	
Side Setback (minimum)	5'	5'	5'	5'	5'	5'	5'	5'	
Rear Setback (minimum)	5'	5'	5'	5'	5'	5'	5'	5'	
Maximum Lot Coverage (%)	30%	30%	30%	30%	30%	30%	30%	30%	

## Lot & Building Standards for Individual Business & Economic Development Zoning Districts

- Organization & Clarity
- Geometric Criteria
- Improved Use Standards
- By-Right Uses vs. Special Use
- TND-O Opportunities
- Entrance Corridor Provisions
- Landscape & Buffer
- Facilitates Staff & PC Review

ED-G Economic Development General

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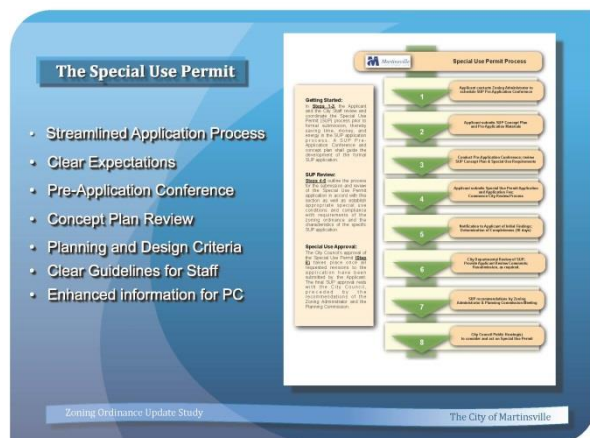


## Site Development Plan

- Pre-Application Conference
- Clear Application Process
- Enhanced Site Plan Standards
- Upgraded Review Process
- Coordination with improved:
  1. Parking standards.
  2. Loading requirements.
  3. Landscape standards.
  4. Utility standards.
  5. Buffer requirements.
  6. Bonding criteria.
  7. Staff review procedures.

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## The Special Use Permit

- Streamlined Application Process
- Clear Expectations
- Pre-Application Conference
- Concept Plan Review
- Planning and Design Criteria
- Clear Guidelines for Staff
- Enhanced Information for PC

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Reorganization of Land Use Categories											
Land Use Matrix: By-Right & Special Use Permit Uses											
Category	Land Use	R-1	R-2	R-3	R-4	ED-1	ED-2	ED-3	ED-4	ED-5	ED-6
Residential	Accessory Uses and Structures										
	Accessory Residential Dwelling Unit										
	Detached Single-Family										
	Detached Two-Family										
	Detached Three-Family										
	Detached Four-Family										
	Detached Five-Family										
	Detached Six-Family										
	Detached Seven-Family										
	Detached Eight-Family										
	Detached Nine-Family										
Civic	Accessory Uses and Structures										
	Accessory Residential Dwelling Unit										
	Detached Single-Family										
	Detached Two-Family										
	Detached Three-Family										
	Detached Four-Family										
	Detached Five-Family										
	Detached Six-Family										
	Detached Seven-Family										
	Detached Eight-Family										

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Site Plan Application Check List
Site Plan #

The City of Martinsville, Virginia

Data Plan Information	Information Provided	Notes/Comments/Notifications
<div style="display: flex; justify-content: space-between;"> <span>Information Required on this Plan</span> <span>YES</span> <span>NO</span> </div>		
Boundary Survey (state, NAD reference, UTM)		
Tangential Property (state, lateral, etc.)		
Existing Easements and related items		
Existing Frontage and R.O.W. Encroachments		
Existing Allotment, Storm Drainage, and Infrastructure		
Existing Sub-Parcel Drainage Information		
Existing Driveways, Structures, and uses		
Existing Street Name		
Existing Easements		
Setbacks, Easements and Other Constraints		
Soils and Geologic Formations		
Proposed Storm Drainage Information		
Proposed Transportation Impacts/Analysis		
Proposed Site Layout and Information Plan		
Proposed Base/Minimum Transportation Plan		
Proposed Storm Drainage Information Plan		
Proposed Right of Way Transportation Plan		
Proposed Right of Way		
Proposed Building Information and uses		
Proposed Building Setback Plan		
Proposed Site Lighting Plan		
Proposed Landscaping Plan		
Proposed Retaining Walls		
Proposed Site, Storm Drainage Information		
Open Space and Recreation Plan		
Proposed Paving Plan		
Days of Submission (not if applicable)		
Days of Review (not if applicable)		
Other (see zoning information)		

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100

**THE CHECK LIST**

Complete information about proposed project design

### Urban Development Areas

#### Flexibility with TND-O District

### Creative Standards for

- New Development
- Redevelopment

### City Emphasis

- Commercial
- Industrial
- Corridors

### Guidelines for:

- Mix of Uses
- Density
- Landscaping
- Parking

## Overlay Districts

- Does not change the under-lying zoning.
- Adds features or options.
  - Additional review and/or Flexibility
- Three Overlay Districts:
  - **Historic Preservation** (existing)
    - BAR review for historic buildings
  - **Traditional Neighborhood Development** (existing)
    - Adopted Urban Development Area in 2011
    - Flexible alternative for mixed use development
  - **Entrance Corridor** (new)
    - Additional corridor design standards
    - Access coordination concepts



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[illegible]

- ◆ **TND-Overlay:**  
Traditional  
Neighborhood  
Development District
- ◆ formerly the  
**Urban Development  
Area District**
- ◆ Mixed use opportunities  
along major corridors

**TND Flexibility (Draft)**

**Legend**

Color	Zone	Description
Dark Brown	TND-Overlay	Traditional Neighborhood Development District
Yellow	UD-1	Urban Development Area District
Light Brown	UD-2	Urban Development Area District
White	UD-3	Urban Development Area District
Light Blue	UD-4	Urban Development Area District
Dark Blue	UD-5	Urban Development Area District
Light Green	UD-6	Urban Development Area District
Dark Green	UD-7	Urban Development Area District
Light Purple	UD-8	Urban Development Area District
Dark Purple	UD-9	Urban Development Area District
Light Orange	UD-10	Urban Development Area District
Dark Orange	UD-11	Urban Development Area District
Light Pink	UD-12	Urban Development Area District
Dark Pink	UD-13	Urban Development Area District
Light Grey	UD-14	Urban Development Area District
Dark Grey	UD-15	Urban Development Area District

**Scale**

0 100 200 300 400 500 600 700 800 900 1000 Feet

0 1 2 3 4 Miles

**North Arrow**

**Map of Martinsville, Virginia**

**City of Martinsville**

The diagram illustrates the Unified Development Process as a central hub. A central red circle contains the text "Unified Development Process". Surrounding this central circle are ten red arrows, each pointing towards the center. Each arrow is associated with a text label representing a planning document or regulation. The labels are arranged in a circular pattern around the central hub. The labels are: Martinsville Comprehensive Plan (top), Official Zoning Map (top-left), Future Land Use Map (top-right), Corridor Plans (right), UDA Plan (bottom-right), Historic Standards (bottom-right), E&S Control Ordinance (bottom-right), Floodplain Regulations (bottom-left), Site Plan & Design Standards (bottom-left), and Subdivision Ordinance (left). The Zoning Ordinance is also labeled on the left side, positioned between the Official Zoning Map and the Subdivision Ordinance.

**The Zoning Ordinance is not the "end all";  
Coordination of Land Use and Planning Documents**

**Martinsville Comprehensive Plan**

**Official Zoning Map**

**Future Land Use Map**

**Corridor Plans**

**UDA Plan**

**Historic Standards**

**E&S Control Ordinance**

**Floodplain Regulations**

**Site Plan & Design Standards**

**Subdivision Ordinance**

**Zoning Ordinance**

**Unified Development Process**

**Zoning Ordinance Update Study**

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**On the subject of Short Term Occupancy**

- ◆ Does Martinsville want to be viewed as an inviting community for visitors and workers?
- ◆ Is the support for and stimulation of growth and economic vitality important to Martinsville?
- ◆ Does Martinsville both desire and need optional lodging opportunities for short-stay visitors who might not otherwise find rooms in existing lodging?
- ◆ Does Martinsville believe that local citizens can better improve and maintain their housing stock if they're availed the opportunity to realize economic gains by housing visitor to the City?
- ◆ Does Martinsville want to impose on its citizens the restrictive layer of administrative bureaucracy and additional taxation?
- ◆ Does Martinsville want to fund such an operation - e.g. hiring an Inspector, & staff - to keep up with this?

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**Next Steps for the City**

- ✓ Complete Work Sessions with Staff, Commission & Council.
- ◆ Set Dates for Public Hearings for Zoning Ordinance Adoption.
- ◆ Advise Planning Commission Public Hearing.
- ◆ Conduct Planning Commission Public Hearing.
- ◆ Advise City Council Public Hearing.
- ◆ City Council Public Hearing for Zoning Ordinance Approval.
- ◆ Set dates for Subdivision Ordinance work sessions & hearings.
- ◆ Plan any needed updates for the next Comprehensive Plan.

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**M**

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Mayor Teague asked City Manager Towarnicki and Assistant City Manager Knox to consider a schedule moving this project toward a public hearing. Towarnicki said the tentative schedule for City Council Meetings would be May 23 to set the public hearing, the public hearing and approval on first reading will be held June 13 then Council's final approval would be June 27, 2017.

There being no further business, Council Member Bowles made a motion to adjourn the meeting, Council Member Hodge seconded the motion with all Council Members in favor. The meeting adjourned at 1:00pm.

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Karen Roberts, Clerk of Council

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Gene Teague, Mayor